S. HRG. 101-92

AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989

HEARING

BEFORE THE

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

COMMITTEE ON LABOR AND HUMAN RESOURCES UNITED STATES SENATE

ONE HUNDRED FIRST CONGRESS

FIRST SESSION

ON

S. 322

TO ESTABLISH THE AMERICAN CONSERVATION CORPS AND YOUTH SERVICE CORPS, TO PROVIDE FOR THE EDUCATION AND TRAINING OF PARTICIPANTS IN SUCH CORPS, TO ESTABLISH THE COMMISSION ON NATIONAL SERVICE OPPORTUNITIES, AND FOR OTHER PURPOSES

APRIL 25, 1989

HARTFORD, CT

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AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989

TUESDAY, APRIL 25, 1989

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY,
DRUGS AND ALCOHOLISM,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Hartford, CT.

The subcommittee met, pursuant to notice, at 10:40 a.m., in the library of the Bulkeley High School, 300 Wethersfield Avenue, Hartford, CT, Senator Christopher J. Dodd (chairman of the subcommittee) presiding.

Present: Senator Dodd.

OPENING STATEMENT OF SENATOR DODD

Senator DODD. The Subcommittee on Children, Family, Drugs and Alcoholism will come to order. I am delighted that we are calling it to order at Bulkeley High School in Hartford, CT.

I particularly want to thank the principal of Bulkeley High School, Anna Connsoli, who has been terrific to help us out this morning, my staff and others. Mr. Fontaine is also here this morning, the superintendent of schools in Hartford. We would like to welcome him as well.

I apologize to all of you for being a couple of minutes late, but I had a hundred people in my office this morning for approximately an hour; it was difficult to get away.

I really am delighted and honored to hold this hearing at one of our public high schools in the State of Connecticut, particularly the city of Hartford. I try on Monday mornings to have a meeting with high school students around the State. I have met with 40 high schools already this year. I find it to be extremely worthwhile and refreshing.

While today we will be hearing from witnesses on a specific bill and a number of pieces of legislation associated with voluntary service, if time permits and we get through and some of the students are still here, I will be glad to sit down for a few minutes and talk with you about any questions you may have about what is going on in Washington.

But this morning we are going to conduct a hearing on volunteer service and the American Conservation and Youth Service Corps Act of 1989.

This is a bill that I have introduced with Senator Jim Jeffords of Vermont in the Senate, and it has been introduced in the House of

Representatives by Congressman Leon Panetta, whom you may be familiar with because he is the Chairman of the House Budget Committee, along with a Congressman, a Republican from California, by the name of Robert Lagomarsino.

The bill in the House is doing extremely well. It has some 150 or so cosponsors in the Senate. There are a number of proposals being suggested on how to encourage and increase volunteerism in the United States.

Let me just share some opening remarks with you, and then I will turn to each one of our first panel members and ask them for their statements this morning, and then we will have some questions for them.

First of all, again, I am delighted to bring the Senate Subcommittee on Children, Family, Drugs and Alcoholism to Hartford and Bulkeley High School.

A recently released report shows that the income gap in this country is growing, that the bottom fifth of our citizens are falling further and further behind into the despair of poverty.

Homelessness is at its highest rate since the Great Depression of the 1930's, and one-third of the homeless are families with children.

In 1987, the demand by families with children for emergency food assistance increased by 18 percent in 25 major cities across America.

The infant mortality rate is one of the highest in the industrialized nations.

There are millions of illiterate youth and adults. Drug abuse, crime and teenage pregnancy plague many of our communities.

These are just a few of the problems that the members of the private and public sector alike should be committed to eradicating.

Finding and funding the appropriate resources is part of the solution to these problems. A valuable resource not yet fully tapped or appreciated is the human potential of volunteers; it is a key ingredient for a healthy society. Volunteers of all ages can make a difference, if given the opportunity.

I have a personal interest in volunteer service. I was a teenager in high school when President Kennedy, John Kennedy of Massachusetts, asked Americans of all ages to reflect on what they could do for their country. He asked Americans to service; thousands upon thousands responded, some by volunteering in their communities, others joined the Peace Corps and VISTA, and still others joined the U.S. military. I know because I was one of them. From 1966 to 1968, I served as a Peace Corps volunteer in the Dominican Republic.

Today, there is a perception in Washington that young people in our country do not have the same commitment to serve their Nation as generations before them. The youth and young adults are accused of being members of a "me" generation.

I happen to strongly disagree with that conclusion. Time may have changed, but young Americans have not.

The youth of today have just as much potential to volunteer as my generation did 25 years ago.

Unfortunately, young people are not being asked to volunteer. The resources or opportunities are not being made available to

them. And, more importantly, the leaders of this country have not asked Americans what they can do for their country in over 25 years.

While fewer youth are volunteering, many Americans already have what I call a "volunteer service ethic."

Just to share with you some statistics, in 1988, there were 12,587 applicants for service in the Peace Corps and, yet, here was only room in the program for a little over 3300. The Peace Corps has had to turn away three out of every four willing volunteers due to funding restrictions.

Half a million people every year volunteer in the ACTION programs across America, four-fifths of whom are 28 years of age or older.

Fifty thousand young men and women volunteer full-time and summers in conservation corps in nine States in our Nation. Thousands volunteer in soup kitchens, homeless or battered women shelters, hospitals and nursing homes.

I applaud tremendously these volunteers and what they are accomplishing. I commend the equally valuable work of those who run the projects that make volunteer efforts possible.

It is our job in Congress to support volunteer service and to give even more Americans the chance and the inspiration to serve.

I am delighted to be here today to conduct this hearing on volunteer service.

On February 2 of this year, I introduced the American Conservation and Youth Service Corps Act of 1989 to support the efforts of states to make full-time conservation and youth service opportunities available to 16- to 25-year-olds.

My subcommittee is also in the process of reauthorizing the Domestic Volunteer Service Act of 1973, which covers the VISTA program and the Older American Volunteer Programs.

This legislation that I have introduced is only one of eight democratic proposals for new or expanded volunteer service opportunities in the Senate Committee on Labor and Human Resources.

The details of these proposals are outlined in a number of charts that have been placed up here.

It is a little complicated, but what it does is it lists the various proposals. It is the Kennedy bill that he has introduced, the bill Senator Mikulski introduced, then Senator Nunn's bill of Georgia. It explains the legislation that I have introduced with Congressman Panetta; Senator Pell. Senator Moynihan also has some legislation in; Senator Graham of Florida and Senator Bumpers.

So you can see that there is no lack of legislative ideas of how to increase volunteerism.

Then these summaries here explain what each one of the bills do. It tries to simplify the legislative alternatives that are kicking around on how to increase volunteerism.

We also expect at least two proposals to come from the republican side of the Senate, including the Bush administration's "Youth Engaged in Service;" what he calls his "YES" proposal.

As you can see, the proposals are very varied. My colleagues and I are recommending proposals for Americans of all ages, service opportunities of all dimensions.

Over the next few months, Senator Kennedy hopes to bring together these various proposals and work them into an omnibus package of service opportunities.

I would like to see the proposals, quite frankly, build on existing programs with proven track records, rather than trying to create new ones altogether.

This large number of service opportunities in Connecticut that we will discuss today certainly will help me to persuade my colleagues that this will be the most cost-effective and efficient way to proceed.

The continuing need and yet the untapped resources of millions of potential volunteers argue clearly, it seems to me, for strengthening volunteer service programs.

In Connecticut alone, we have a great reservoir of energy, ability, talent and resources available for volunteer service.

I look forward to the testimony of our witnesses today to help expand this record as we engage in the debate about which are the best legislative proposals to move forward on.

[The prepared statement of Senator Dodd, his news release, and summary of S. 322 follow:]

STATEMENT OF SENATOR CHRISTOPHER J. DODD

CHAIRMAN

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

HEARING ON VOLUNTEER SERVICE

AND

THE AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT

TUESDAY, APRIL 25, 1989

GOOD MORNING. WELCOME TO THE SENATE SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM AND THIS FIELD HEARING ON VOLUNTEER SERVICE.

A RECENTLY RELEASED REPORT SHOWS THAT THE INCOME GAP IN THIS COUNTRY IS GROWING, THAT THE BOTTOM FIFTH OF OUR CITIZENS ARE FALLING FURTHER AND FURTHER INTO THE DESPAIR OF POVERTY. HOMELESSNESS IS AT ITS HIGHEST RATE SINCE THE DEPRESSION, AND ONE THIRD OF THE HOMELESS ARE FAMILIES WITH CHILDREN. IN 1987, THE DEMAND BY FAMILIES WITH CHILDREN FOR EMERGENCY FOOD ASSISTANCE INCREASED BY 18 PERCENT IN TWENTY-FIVE MAJOR CITIES.

THE INFANT MORTALITY RATE IS ONE OF THE HIGHEST OF THE INDUSTRIALIZED NATIONS. THERE ARE MILLIONS OF ILLITERATE YOUTH AND ADULTS. DRUG ABUSE, CRIME AND TEENAGE PREGNANCY PLAGUE MANY OF OUR COMMUNITIES. THESE ARE JUST A FEW OF THE PROBLEMS THAT THE MEMBERS OF THE PRIVATE AND PUBLIC SECTOR ALIKE SHOULD BE COMMITTED TO ERADICATING.

FINDING AND FUNDING THE APPROPRIATE RESOURCES IS PART OF THE SOLUTION TO THESE PROBLEMS. A VALUABLE RESOURCE, NOT YET FULLY TAPPED OR APPRECIATED, IS THE HUMAN POTENTIAL OF VOLUNTEERS. IT IS A KEY INGREDIENT FOR A HEALTHY SOCIETY. VOLUNTEERS, OF ALL AGES, CAN MAKE A DIFFERENCE - IF GIVEN THE OPPORTUNITY.

I HAVE A PERSONAL INTEREST IN VOLUNTEER SERVICE. I WAS A TEENAGER WHEN PRESIDENT KENNEDY ASKED AMERICANS TO REFLECT ON WHAT THEY COULD DO FOR THEIR COUNTRY. HE ASKED AMERICANS TO SERVE. THOUSANDS RESPONDED - SOME BY VOLUNTEERING IN THEIR COMMUNITIES, OTHERS JOINED THE PEACE CORPS AND VISTA AND STILL OTHERS JOINED THE MILITARY. I KNOW, I WAS ONE OF THEM. FROM 1966-'68 I SERVED AS A PEACE CORPS VOLUNTEER IN THE DOMINICAN REPUBLIC.

TODAY, THERE IS A PERCEPTION IN WASHINGTON THAT THE YOUNG PEOPLE IN OUR COUNTRY DO NOT HAVE THE SAME COMMITMENT TO SERVE THEIR COMMUNITY OR NATION AS THE GENERATIONS BEFORE THEM. THE YOUTH AND YOUNG ADULTS ARE ACCUSED OF BEING MEMBERS OF THE "ME" GENERATION.

I HAPPEN TO DISAGREE. TIMES HAVE CHANGED - YOUTH HAVE NOT. THE YOUTH OF TODAY HAVE JUST AS MUCH POTENTIAL TO VOLUNTEER AS MY GENERATION DID TWENTY-FIVE YEARS AGO. UNFORTUNATELY, THEY ARE NOT BEING ASKED. THE RESOURCES OR OPPORTUNITIES ARE NOT BEING MADE AVAILABLE TO THEM. AND, MORE IMPORTANTLY, THE LEADERS OF THIS COUNTRY HAVE NOT ASKED AMERICANS WHAT THEY CAN DO FOR THEIR COUNTRY IN OVER 25 YEARS.

WHILE FEWER YOUTH ARE VOLUNTEERING, MANY AMERICANS ALREADY HAVE WHAT I LIKE TO CALL A "VOLUNTEER SERVICE ETHIC."

** IN FY88 THERE WERE 12,587 APPLICANTS FOR SERVICE IN THE PEACE CORPS AND ROOM IN THE PROGRAM FOR ONLY 3341. THE PEACE CORPS HAS HAD TO TURN AWAY 3 OUT OF 4 WILLING VOLUNTEERS DUE TO FUNDING RESTRICTIONS.

**HALF A MILLION PEOPLE EVERY YEAR VOLUNTEER IN THE ACTION PROGRAMS, FOUR-FIFTHS OF WHOM ARE 28 YEARS AND OLDER.

**50,000 YOUNG MEN AND WOMEN VOLUNTEER FULL-TIME AND SUMMERS IN CONSERVATION CORPS IN NINE STATES.

**THOUSANDS VOLUNTEER IN SOUP KITCHENS, HOMELESS OR BATTERED WOMEN SHELTERS, HOSPITALS AND NURSING HOMES.

I APPLAUD THESE VOLUNTEERS. I COMMEND THE EQUALLY VALUABLE WORK OF THOSE WHO RUN THE PROJECTS THAT MAKE VOLUNTEER EFFORTS POSSIBLE. IT IS OUR JOB IN THE CONGRESS TO SUPPORT VOLUNTEER SERVICE AND TO GIVE EVEN MORE AMERICANS THE CHANCE AND INSPIRATION TO SERVE.

I AM DELIGHTED TO BE HERE TODAY TO CONDUCT THIS HEARING ON VOLUNTEER SERVICE. ON JANUARY 25, 1989, I INTRODUCED THE AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989, S.322, TO SUPPORT THE EFFORTS OF STATES TO MAKE FULL-TIME CONSERVATION AND YOUTH SERVICE OPPORTUNITIES AVAILABLE TO 16-25 YEAR OLDS. MY SUBCOMMITTEE IS ALSO IN THE PROCESS OF REAUTHORIZING THE DOMESTIC VOLUNTEER SERVICE ACT OF 1973 WHICH COVERS VISTA AND OLDER AMERICAN VOLUNTEER PROGRAMS.

S.322 IS ONLY ONE OF EIGHT DEMOCRATIC PROPOSALS FOR NEW OR EXPANDED VOLUNTEER SERVICE OPPORTUNITIES IN THE SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES COMMITTEE. DETAILS OF THE PROPOSALS ARE OUTLINED IN THESE CHARTS.

WE ALSO EXPECT AT LEAST TWO REPUBLICAN PROPOSALS, INCLUDING THE BUSH ADMINISTRATION'S, YOUTH ENGAGED IN SERVICE, "YES" PROPOSAL. AS YOU CAN SEE THE PROPOSALS ARE VARIED. MY COLLEAGUES AND I ARE RECOMMENDING PROPOSALS FOR AMERICANS OF ALL AGES AND SERVICE OPPORTUNITIES OF ALL DIMENSIONS.

OVER THE NEXT FEW MONTHS, SENATOR KENNEDY, CHAIRMAN OF THE LABOR COMMITTEE, HOPES TO TAKE THE VARIOUS PROPOSALS AND WORK THEM INTO AN OMNIBUS PACKAGE OF SERVICE OPPORTUNITIES. I WOULD LIKE TO SEE THESE PROPOSALS BUILD ON EXISTING PROGRAMS WITH PROVEN TRACK RECORDS. THE PLETHORA OF SERVICE OPPORTUNITIES IN CONNECTICUT, THAT WE WILL DISCUSS TODAY, WILL HELP ME PERSUADE MY COLLEAGUES THAT THIS WOULD BE THE MOST COST EFFECTIVE AND EFFICIENT WAY TO PROCEED.

THE CONTINUING NEED -- AND YET THE UNTAPPED RESOURCES OF MILLIONS OF POTENTIAL VOLUNTEERS -- ARGUE CLEARLY FOR STRENGTHENING VOLUNTEER SERVICE PROGRAMS. IN CONNECTICUT ALONE, WE HAVE A GREAT RESERVOIR OF ENERGY, ABILITY, TALENT AND RESOURCES AVAILABLE FOR VOLUNTEER SERVICE.

I LOOK FORWARD TO HEARING YOUR TESTIMONY.

NEWS RELEASE

Chris
Dodd
U.S. Senator
Connecticut

April 25, 1989

FOR IMMEDIATE RELEASE

Contact: Jason Isaacson
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DODD HEARING PROBES VOLUNTEER SERVICE OPPORTUNITIES

HARTFORD -- Senator Christopher J. Dodd, D-Conn., today opened a hearing on volunteer service with a call for expanded opportunities for Americans young and old to work for the betterment of the nation.

Speaking at a field hearing of the Senate Subcommittee on Children, Families, Drugs and Alcoholism, Dodd said, "Volunteers of all ages can make a difference, if given the opportunity. It is our job in the Congress to support volunteer service and to give even more Americans the chance and inspiration to serve."

"The continuing need -- and the untapped resources of millions of potential volunteers -- argue clearly for strengthening volunteer service programs," Dodd said. "We have a great reservoir of energy, ability and talent available for volunteer service."

In his opening statement, Dodd, chairman of the subcommittee, recalled President Kennedy's inaugural address. "The youth of today have just as much potential to volunteer as my generation did 25 years ago," Dodd said. " Unfortunately, the resources and opportunities are not being made available to them. And, more importantly, the leaders of this country have not asked Americans what they can do for their country in over 25 years."

The hearing, at Bulkeley High School in Hartford, focused on

-MORE-

a variety of volunteer services proposals currently before Congress, including Dodd's own bill, the American Conservation and Youth Service Corps Act. That legislation would provide grants to state and local volunteer programs, with a special emphasis on enrolling disadvantaged youth and high-school dropouts.

Dodd cited the Connecticut Conservation Corps as an example of the type of program his bill would promote. "The plethora of service opportunities in Connecticut will help me persuade my colleagues that this would be the most cost effective and efficient way to proceed," Dodd said.

Witnesses at the hearing included volunteers ranging from high school students to senior citizens, as well as administrators of public and private service organizations.

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THE AMERICAN CONSERVATION AND YOUTH SERVICE CORPS ACT OF 1989

SUMMARY

The Youth Service Corp bill is a comprehensive youth initiative that would encourage youth to serve local community and/or environmental needs in return for educational benefits, work experience and basic job skills.

• TITLE I would establish a Conservation Service. State or local conservation programs could submit applications to the Secretary of the Interior for federal matching grants. Volunteers in this service would assist public or private nonprofit groups in their pursuit of clean air, water, park maintenance etc. Title I is modelled after Sen. Moynihan's American Conservation Corps bill.

• TITLE II would establish a National Youth Service Program. The Assistant Director of ACTION would oversee the requests by state or local volunteer programs for federal matching grants. Volunteers would assist public and private nonprofit groups in providing human service assistance to their communities.

• TITLE III outlines the need for the first two titles to incorporate youth skills enhancement programs into the service programs offered to volunteers. Entering youth would be assessed for literacy levels. STATE AND LOCAL VOLUNTEER PROGRAMS WOULD BE ENCOURAGED TO WORK WITH LOCAL EDUCATION FACILITIES TO PROVIDE VOLUNTEERS IN-SERVICE AND POST-SERVICE EDUCATION AND JOB TRAINING BENEFITS. States would have the flexibility to design the benefits they offer their volunteers, which could include vouchers, scholarships, grants, adult education and job training placement or access.

• TITLE IV OUTLINES THE ADMINISTRATIVE PROVISIONS:

• GRANTS TO STATES: States would provide support and coordination for the Youth Service Corps. A STATE OR LOCAL FUNDING MATCH WOULD BE REQUIRED IN ORDER TO QUALIFY FOR FEDERAL GRANTS. American Conservation Corps proposals would be chosen by state and federal state agencies and submitted to the Department of Interior for selection. Proposals from state, local or community groups for National Youth Service grants would be submitted to the Assistant Director of ACTION for approval. Administrative funding would be capped at 15 percent.

• AGE: Targeted population will be 16-25 year-olds, except for the summer program which serves 15-21 year-olds. The bill expressly prohibits dropping out of school to join the program. 5 percent of the appropriated funds would be set aside for parttime (<15 hrs/week), unpaid programs. This would permit high schools to administer volunteer programs for their students.

• TERM OF SERVICE AND PAY: Service would be restricted to 24 months and participants would be guaranteed between 100 and 160 percent of minimum wage for time worked. The specific programs would be given the flexibility to pay volunteers between 50 and 100 percent of minimum wage during active service, so long as volunteers are paid the difference at the end of their service. THE MEASURE INCLUDES LANGUAGE THAT PROTECTS THE RIGHTS OF VOLUNTEERS AND PREVENTS VOLUNTEERS FROM DISPLACING PAID, ADULT EMPLOYEES. Participants would not permitted to volunteer for:

Business organizations for profit, labor unions, domestic or personal service companies, partisan political organizations or organizations engaged in religious activity.

• **OTHER FEDERAL PROGRAM CONNECTIONS:** Eligible current training and service providers may participate in this program. JTPA, and other programs, may refer eligible youth to the Corps. Drop-out youth ineligible for the Corps shall be referred to relevant education and training systems. State Job Training Coordinating Councils shall link state activities with the Youth Corps.

• **BUDGET:** $152.4 Million would be authorized for 1990 and such sums as may be necessary for succeeding fiscal years. 10 percent of Federal funds would be earmarked for in-service education and training programs. An additional 10 percent of funds would be earmarked for post-service education and training opportunities. 5 percent of funds would be set-aside for part-time, less than 15 hours, volunteer programs. $70 million is required for American Conservation Corps, $50 million for Youth Service Corps and $2 million for a study commission.

Senator DODD. We will begin with our testimony this morning. Let me tell you in advance that all of your prepared statements will be made a part of the record. You can just submit them and paraphrase your remarks or just read them as you have prepared them, whatever you feel most comfortable with.

Our first panel consists of Joyce Pennington, a 10th-grader at Bulkeley High School; Richard Innaimo of the Connecticut Conservation Corps; Leslie Hamilton of the Greater New Haven VISTA Program; and Laura Kirven of the Foster Grandparent Program—ACTION.

STATEMENT OF JOYCE PENNINGTON, TENTH-GRADER, BULKELEY HIGH SCHOOL, HARTFORD, CT

Ms. PENNINGTON. Good morning. My name is Joyce Pennington. I am a sophomore here at Bulkeley High School.

In February 1989, I got involved with Common Ground, a leadership program that brings suburban and city high school students together, also to develop leadership skills and community services.

I am here to talk about my volunteering experiences, how I felt about volunteering and why I think there should be more volunteering.

When I was 7 years old, I volunteered at the Main Street Library Branch. Since I was able to cross the street, I volunteered my services to the elderly; I went to the store and did little odd jobs around for them around their homes.

Then, at the age of 12, I volunteered to be a trainee secretary, not knowing if that would be my career but always being encouraged to be a secretary; I volunteered at Burgdorf Medical Center.

I did a little filing, answered phones and helped with the patients, really just giving a helping hand when needed. But I remember that experience as something to lean back on if needed.

In the summer of 1988, at the age of 14, I got involved with the Youth In Action Program. I counseled kids within the community and also ran daily workshops.

Being one of the older kids was more like being an older sister for the younger kids, being there for them, because a lot of them needed older people around them, because some of these kids did not have anyone for them. And I was very happy to be able to do that.

Among other things we did as a group at the end of that summer was a community project. And, as a group, we did a community newspaper which kept the community up-to-date and also helped people to learn how they could get more involved, and also gave a little history on the events, which some people never knew about what was going on.

For example, there was the Ebony Horsemen. They participated in the Jamaican Parade, and we gave them a history on black horsemen, which many people never knew existed.

Even in the school year of 1988–89, I became involved with school-related volunteer experiences.

I am the president of the student council here at Bulkeley High, and I am proud to say that.

[Applause.]

Ms. PENNINGTON. I am involved with Common Ground, and they are both to help me better my leadership skills and my community leadership services.

I am happy to say that, as I grew up, I was brought up in a church atmosphere. I am a junior member of the local Baptist Missionary Board. As a junior member, I visit the sick in the hospitals and at home. I also share prayer with my mother, brothers and sisters, just being a good but real Christian.

I am also a member of the Junior Usher Board, escorting and making guests and members feel at home.

I also wanted to get more involved with music. I direct the Jones Youth Choir also, guiding them up that ladder of music and, most important, making sure that they belong and sing that every note.

Youth Department is also another group within my church. I participate in that, which teaches us our duties and responsibilities that we have to take within the future in our church.

I volunteer because I like to help others, and I am happy to help people that appreciate my help. I get a real joy out of doing this.

I would be willing to help anyone and everybody at any time. Helping others and being happy is something that comes naturally to me.

But my friends feel that helping others is sometimes trying to be a "Miss-Know-It-All," trying to do so much, and that working for free is not their style. But I always say, "You are not doing it for free. You are doing it for your personal use; you can use it in the future."

As my concluding message for adults, if we start with the children in their early years to make volunteering a natural part of their life experience, the more volunteering experience they have to adapt to as young adults will be easier.

Also as my concluding message for the younger people, volunteering helps you learn your most important values. It helps you learn and lets you know what you like and what you dislike. It also helps you to be able to pick up a career for yourself, and it also gets your foot in the door.

When you help others and you volunteer, you get to know the company a little better than what the employees do to get that little push.

And some times you will be a little surprised when you end up as the director of the company. [Laughter.]

I am not meaning to steal anyone's job, but that is how it comes to you at times.

Most of our young people need this, mostly from the black communities. Our leaders out here in the communities should inspire our younger ones to do so.

I want to leave you with a motto, that Senator Dodd, in the Peace Corps Youth in the 1960's—as he mentioned, the Peace Corps was a volunteer group also. I think this motto makes a lot of sense: Feed me a fish and you feed me for a day. Teach me to fish, and you feed me for a lifetime.

Thank you.

[Applause.]

Senator DODD. I think we may have just met a future U.S. Senator. [Laughter and applause.]

I will keep a seat warm for you. That was excellent testimony, and we really thank you. You do so much. I should have mentioned you were with the Common Ground Program of the Hartford Chamber; we commend them for that program as well.

And how you manage to do all of those things is remarkable. You see, there are not enough stories about the Joyce Penningtons. The newspapers, frankly, cover the stories about people who do things that people do not like; they are the ones that get the attention. When we try and focus on what a lot of young people are doing that is good today, they do not get the same kind of notoriety.

If you do something wrong, it makes for a headline story. But if you do something really worthwhile, you hardly get mentioned at all.

Unfortunately, that is one of the problems we face in encouraging people to do more.

So we commend you for your work. You were very articulate. We thank you.

Richard, that is a tough act to follow. I have just given away a Senate seat, and I do not know what I can say to you. But we are delighted to have you.

I should point out that Richard is a veteran of the Connecticut Conservation Corps. He has been a volunteer, obviously, with it.

He works in conservation in the Connecticut parks during the summer season. We are delighted the parks are going to stay open, by the way.

And you are very dedicated, as we will find out here, to conservation in Connecticut, environmental concerns.

Thank you all to the students who have come by; we appreciate it very much. And you can always make a difference in our state.

Richard?

STATEMENT OF RICHARD INNAIMO, CONNECTICUT CONSERVATION CORPS

Mr. INNAIMO. My name is Richard Innaimo. I am a crew leader for the Connecticut Conservation Corps in Farmington.

I have been a member of the Connecticut Conservation Corps for about 1 year now. When people ask me what I do for a job, I find it hard to answer.

It is easy to say that I work for the State, but we do such a wide variety projects; projects ranging from fire fighting to flood control.

The Connecticut Conservation Corps is set up as a crew-oriented work program, an idea that comes from the Civilian Conservation Corps work program set under the Roosevelt administration in the 1930's.

Today's Connecticut Conservation Corps is modeled after that program, the Youth Conservation Corps and other programs.

CCC means doing group projects in Connecticut's forests and parks, not doing routine maintenance. We do things to make our parks and forests a better place for fisherman, hikers and campers.

While we are not set up as a service corps, we did experience some of what a service corps does this past winter. We did repair work on a homeless shelter in Hartford. The urban downtown area

of Hartford's north end was a change from working in the backwoods like Wyantenock State Forest.

Both service corps and conservation corps work for human needs.

These days, the environment is becoming an important issue to everybody. With acid rain and hazardous chemicals, woodlands and streams have fallen prey to modern development.

Connecticut used to be over 75 percent woodlands. Now, with the condominiums and houses springing up in every empty field or wooded lot, they are fastly disappearing. So what we do have left we must protect for this generation and the next.

In 1988, Connecticut had its worst forest fire season ever. Over 400 acres of forest burnt last summer. CCC played a major role in suppressing these fires, spending countless hours on the fire line, dragging hose, cutting fire line and hauling equipment.

While working on our own fires, some CCC crew members were sent to Yellowstone National Park and Glacier National Forest to help battle blazes that scorched more than a million acres.

CCC provides assistance in other emergency situations and natural disasters. One of our projects this past winter was to brush out the Park River conduit, a flood control channel for West Hartford. CCC also helped clear fallen trees after Hurricane Gloria about 3 years ago. This is how we protect our environment. But now let me emphasize how we serve our Government and the public.

Most of our time is spent making and building things in our parks that can be used for everyone. Right now, plans are being made to build a covered bridge in a park in Simsbury.

We also did two barrier projects in two of our State parks. These wooden posts and rails that are stained help give the park a rustic look.

CCC also supplies all the parks with cement fireplaces and wooden garbage can holders, and we help build most of the picnic tables.

This is serving the public in ways that they can see. Their tax dollars are going into something useful that they can use.

While serving the public in such direct ways, we also serve them in many ways where people may not notice. What I mean is that CCC helps sportsmen, an important group by working in our trout and salmon hatcheries doing work on the tanks and buildings or stocking the fish.

We make wooden duck boxes and install them in marshes and ponds. We make goose nesting platforms and bluebird boxes. People may not know the ways we help our wildlife, but we do play a major role in Connecticut's outdoor recreation.

As a member of Connecticut's Conservation Corps, I have gained knowledge of operating equipment and mechanics; this is why it is hard to explain to people what I do.

More or less, I am a carpenter, mason, fire fighter, tree cutter, surveyor, wildlife biologist and other things.

I am proud of what I do and the knowledge and experience I get out of CCC and what I am putting back into my job. I get a sense of accomplishment when I do something that will make people enjoy our state parks and the benefit of knowing that people still do take pride in our work, since they fund our projects.

So I think we owe it to each other to help protect and serve our environment.

Senator DODD. Thank you very much.

[Applause.]

Senator DODD. I will come back to some questions because I am interested in that work.

I have met with your counterparts in Montgomery County, MD. They were very impressive.

I gather you have some of your colleagues, friends who work with you here this morning.

We welcome you all here this morning as well.

We have with us next Leslie Hamilton. Leslie is a VISTA volunteer with the Urban League in New Haven

Since the beginning of this year, she has been taking classes to prepare for her new Teen Mom Program.

In 1983–1984, Leslie was a volunteer of VISTA with the New Haven Department of Youth Services.

Before and between her two VISTA experiences, she worked for the U.S. Department of Agriculture, the Environmental Protection Agency and the IRS in Boston and, more recently, the IRS in New Haven.

Ms. HAMILTON. I also want to mention that I worked for you.

Senator DODD. I was going to get to that. I was going to wait and see how you did first.

We are delighted that you are here this morning, Leslie. Congratulations on all the things that you have done.

STATEMENT OF LESLIE HAMILTON, GREATER NEW HAVEN VISTA

Ms. HAMILTON. Good morning. This is my second time as a VISTA volunteer. I have known my supervisor, Janis Washington, for many years. She runs a therapeutic home for foster and adopted children and children who have been traumatized.

If there was available money, I would like to see money spent on improving foster homes and, also, money spent on Retired Senior Volunteer Program.

Basically, my job as a VISTA volunteer is focusing on job development and career training and taking courses in financial management and parenting.

One of the classes which I am taking now is called "STEP," which is Systematic Training for Effective Parenting.

I first heard about VISTA when I was working for Umoja Juvenile Program. There was an organizational split-up and I had to work with the juvenile program.

I have always enjoyed my work as a VISTA volunteer, and I hope that VISTA will continue in the future.

If money was available and there were more volunteers interested, I would like to see money and volunteers spent on the problem of the homeless; that is, volunteers who have a background in carpentry could start renovating or rebuilding old buildings into shelters.

I would also like to see money and volunteers fight drug and substance abuse in the school system.

Thank you.

[Applause.]

Senator DODD. Thank you.

Laura Kirven has been a volunteer with the Hartford Foster Grandparent Program since 1982, for 7 years.

She contributes 20 hours of her time each week to working with ill infants, children and youth at the hospitals. Mrs. Kirven has also volunteered her time at the Institute for Living and the tutoring of adults in the Hartford area.

She is a member and speaker with the Elder Hostel Program and attends college every summer.

You are a busy lady, and you look happy. We welcome you here today to give your testimony.

STATEMENT OF LAURA M. KIRVEN, FOSTER GRANDPARENT PROGRAM, HARTFORD, CT

Ms. KIRVEN. First, I want to welcome Senator Dodd. I think he has fulfilled our thoughts of him by coming back to see what his constituency feels about him and what we are doing about the programs that we have that he is supporting.

We do thank him in advance for all the support that he does give us.

My appearance here today is on behalf of the Foster Grandparent. Program. We have 60-plus volunteers in the Hartford-Bloomfield area.

We have a once-a-month in-service meeting. At that time, there are people who come to us who say things to us that are germane to our existence, our improving what it is we do.

What we do is extend ourselves to the Hartford School System, the day care centers, the hospitals, the juvenile detention centers, the teenage parent programs.

We are, more or less, an extension of the family. We no longer have extended families per se, it seems. But as often as we go into settings where there are small children, we become an extension of the family in that situation, in that setting, whether it is in the schools, day care, Head Start or wherever we find ourselves.

We are nonthreatening to the small children that we cater to or administer to. They find in us friends that are ongoing. They do not consider us an authority figure. Therefore, they have no fear of us. They are willing to come to us and just share the love that we give as normal grandparents.

It is a two-way street: we give and we get. And I am very happy to be serving with that.

I have known a great deal of happiness in the 7 years that I have been with them.

I went in for 18 months, 2 years, and it has stretched out and stretched out and stretched out. So I find I am still with them.

Also, I have been privileged to be a member of our advisory council and, as such, I go to visit each of the sites where our grandparents are assigned.

And I can see firsthand the need for such a person in such settings.

There are never enough of us to go around. From the principals, the supervisors, directors of these programs, the one thing I always would get per visit is, "Do you not have any more foster grandparents?"

So it keeps us on a constant effort of recruiting all the time.

The fact that we are only paid a stipend of $2.20 says we do not do it for the money. That is one of the things that I hope, when ACTION does request your aid in the legislation, that you will support the upping of our stipend, say, to $2.50 since, many times, that is the only outside help they have besides fixed incomes. I think it would be very beneficial to them economically.

Physically, it keeps our foster grandparents out in the mainstream of life. This is vastly important. I am very glad to hear these young people say where they are going in time, and I can envision with what they are saying, when they get to my age, they will have accomplished a great deal if they continue on.

I think, as young people, many times they will have to be self-motivated by what they want to do and by seeing what we, as older volunteers, are doing.

I like to think, even though I did not ask for the role, that I may have wound up being a role model for many of the young people who have volunteerism at heart. I think there is a place for them whether they wind up in senior centers or VISTA corps or the civilian corps.

When Richard mentioned this, I thought back to the very early thirties when we had the first CCC's. This was a national and federal program.

I remember it so well. I fell in love at 13, and I was heartbroken when my boyfriend left for the CCC. [Laughter.]

But I have seen it go around. The young people have a saying; "What goes around, comes around." And it is now your time to have your little boyfriends or your little girlfriends in another civilian conservation corps.

But I do hope as—we are now being funded by ACTION, and we are under the sponsorship now of Big Brothers and Sisters.

I remember that Senator Dodd was a former member of Big Brothers and Sisters, and I think that he has realized how far Big Brothers and Sisters has come.

We have known a great deal of autonomy under that flag now. We are happy working with them since their aims are pretty much our aims, and that is looking after our little people, sending ourselves into the community as a viable service. I do hope we can continue this.

As I say, I want to thank you for listening and for encouraging our seniors the way you have.

And, as a personal closing, it was my pleasure to know your father and to see you grow up. We always referred to you as "Young Chris Dodd."

You are still Young Chris Dodd, but I think, wherever your father is, he would be very proud of his son. And I think we are, too.

[Applause.]

Senator DODD. It is very kind of you to mention him. I appreciate it immensely.

I have on my wall in my Washington office something someone found and gave to me; a rather tattered old poster that says, "The NYA Works."

My father was the first statewide director of the National Youth Administration, one of the New Deal programs.

Ms. KIRVEN. The alphabet.

Senator DODD. Yes. I have run into people in the State—a man from New Britain, a few weeks ago, came up to me and told me that he is now well on in years, but once he had walked from New Britain to New Haven.

He had five children and no job, and he walked to New Haven and walked into that NYA office, where the state headquarters were, and got his job; provided food for his family when everything else had failed him.

So these programs—are not really new. We are recreating things that have worked extremely well.

And you mentioned Big Brothers and Big Sisters. I had a little brother for 7 years in this State, and he is now about 6-foot-4; he is not a little brother any longer.

I served on the national board of directors. My former wife is a Big Sister, and she worked in the program in this state as well. It is a great program.

Let me ask you some questions that come to mind. I will go around, and you can jump in if any of you have a comment to make.

[The prepared statement of Ms. Kirven follows:]

(15)

FOSTER GRANDPARENT PROGRAM

A PROGRAM OF NUTMEG BIG BROTHERS/BIG SISTERS

115 Sigourney Street
Hartford, Connecticut 06105
(203) 247-4530

Senator Dodd,

My appearance here today is in behalf of our Foster Grandparents Program. We have sixty plus Volunteers who are serving the Hartford-Bloomfield area.

My own experience has been with Hartford Hospital since October 1982. My staff has been the Doctors and Nurses in Pediatrics. My little friends have been very sick babies, toddlers and teenagers undergoing all kinds of treatments.

I have fed them, bathed them, read to them, rocked them and comforted their young parents who ofttimes are fearful and tearful. It helps to have a shoulder to cry on and an ear to lend.

As a member of the Advisory Council of our Foster Grandparents Program, I've been privileged to visit the sites where our Volunteers have been assigned. Whether it be a Day Care Center, Nursery School, Head Start, our Juvenile Detention Center, Teen Aged Parent Programs or Hospitals like my own site, I can attest to the fact that our Volunteers are filling a very real need and there are not enough of us to go around.

A PART OF ACTION

We are the only extended family figure sometimes for our little people. We are comforting to them, non threatening, and an omni-present friend. At the same time we are definitive help to our teacners, supervisors and principals. We are an academic extension of their hands in the classroom, assisting in and with all the "little" details that make a classroom or playroom a pleasurable place to be.

Economically, the stipend we are paid helps low income seniors who are on fixed incomes, to make ends meet.

Physically and mentally the activities provided by Foster Grandparents keeps us in the main stream of ongoing life.

It is my sincere hope Senator Dodd, that when this Program comes up for legislation that you will look favorably on our needs, usefulness, and the services we are providing to the children of our area. I ask you to support ACTION by providing them with the resources that will maintain the Foster Grandparent Program as a viable community service, and to support raising the stipend to $2.50 per hour in order to improve the lives of low income seniors.

Thank you kindly for listening.

Respectfully submitted,

Laura M. Kirven

Senator DODD. Joyce, you are highly motivated, a tremendously energetic young woman. Obviously, you are quite involved in your student council activities and all the volunteerism.

The bill that I have introduced is a bit different than the other ones in a number of aspects. One is that it costs a lot less money because I tried to plug into existing programs at the State level, such as the Conservation Corps and Youth Service Programs.

Nine States already have some 50,000 volunteers working. I believe, if you plug into existing operations, you will be successful.

But that is not what makes this bill unique. What makes this bill unique is that I begin at 16 years of age where we could actually provide assistance to people.

And you do not need to be a high school graduate. A target group in my legislation is the dropout or the potential dropout.

How willing do you think some dropouts would be to start volunteering and doing some things in exchange for some modest financial help, as well as some educational benefits in getting back into school?

Is it realistic? I am trying to have a piece of legislation that goes after more than just the high achievers.

Could we also motivate that person who is not the high achiever but has the potential of being so, or am I just dreaming about trying to get people like that involved?

Ms. PENNINGTON. No; you are not dreaming. For you to help someone, that person has to want to be helped. And for this potential dropout or other dropouts, some of them are willing, if they find that open door and that open path that is offering them a lot; some of them would actually go for it. They would really put their all into it.

And others, I have realized, are still—well, no, they are just going to waste their lives.

But I think that, sometimes, as people, we should encourage them more and try to spend more time with them. I am not saying to forget about the others, but try and spend more time with them so that they will want to be somebody, so that they will see how high and how far we have gotten in the world that they will want to do the same thing.

Senator DODD. So you think it is possible to go after it successfully?

What sorts of things would you recommend we do?

What sorts of things can we be doing to talk to young people about volunteering other than a sense of feeling? What could make it an exciting prospect or an exciting idea for them to want to consider volunteerism?

Ms. PENNINGTON. I suggest maybe a volunteer program where you have a program that has all people who will come together and will discuss volunteering so that they will get a better understanding of what it is.

Because when it was first introduced to me, I really did not understand what it was. But once I got into it and I was able to understand it, I really enjoyed it.

But you should have a program where you have all your people together and you will discuss it. Then you might want to find the

settings and the places who want volunteers so that people may have a choice of where they want to go and what they want to do.

Senator DODD. Do you ever bring a friend with you to your work that is not a volunteer? Do you ever invite someone from school who may be not the best student or may be having a little trouble.

Do you ever invite them to spend an hour with you?

Ms. PENNINGTON. Yes; I do.

Senator DODD. What is the reaction there?

Ms. PENNINGTON. Well, when I did it when I was volunteering at Burgdorf, it was, "How could you do this?" I explained to them that I enjoyed it, it was something I wanted to do and it was something that could help me.

And they say, "Well, how does it help you?" I explained to them that it helps you get prepared for your future and it gives you an extra experience to have on hand.

So once I really explained to that person, then they sort of got interested, even though they did not volunteer; they just went out and got a regular job.

I was really happy inside that I could get someone to go out and get a job and to do something with themselves.

Senator DODD. Let me ask you a very basic question. Do you think you give more happiness or get more happiness by volunteering?

Ms. PENNINGTON. I think you get more happiness.

Ms. HAMILTON. I agree with that, as well.

Senator DODD. Richard, tell me a little bit about your projects. When people think of the Conservation Corps, they think of people out in the woods, and that is where the primary functions and obligations are.

But I do not think it is widely known or appreciated that the Conservation Corps also does things in our urban area. You mentioned some of the programs in the north end of Hartford.

Mr. INNAIMO. Yes. We usually do not do that a lot. That was a once-in-a-blue-moon thing when we worked in the north end of Hartford; I had never been there before in my life.

We built a porch on the back part of the house. The house was kind of rundown. We put up a new porch. We did some interior work. We had to fix a couple of windows and lights and stuff like that.

Senator DODD. Should there be more of that activity? I mean, I think that would be one of the ways of attracting young people in our cities to maybe be a part of the Conservation Corps.

It is a rural program but it can be an urban program as well. What are your views on that?

Mr. INNAIMO. We have been working on the Park River in West Hartford. So a lot of people see us on that because that is an urban area.

A couple of people asked me about it, what we do. But we mostly work in the rural areas.

Senator DODD. Tell me about some of your friends and coworkers here from the Conservation Corps.

Tell me about the people who are members of the Connecticut Conservation Corps; what sort of people are they?

Mr. INNAIMO. Just people that are out of high school that like working in the outdoors doing different projects; mostly people who want to get a permanent job within the Department of Environmental Protection. You gradually work your way up.

Senator DODD. How would you feel about taking people who were dropouts or people who were having trouble and making them a part of this?

How would you react to that?

Mr. INNAIMO. If they are willing to work with us, do what we want, work in the outdoors—because sometimes, you know, you get someone from an urban area who does not really like working in the woods.

Senator DODD. They may be a little unfamiliar with it. If they have only done work in the inner city, it is strange territory.

Mr. INNAIMO. Yes. It is kind of trading places. But I think that they should have a chance, too, if they want to work in the outdoors; I think they should be able to.

Senator DODD. Would you support that idea?

Mr. INNAIMO. Yes.

Senator DODD. Is there enough work for you to do? How many people are in the Conservation Corps in Connecticut now?

Mr. INNAIMO. I really do not know because we have some in the eastern district on the eastern side of the state.

Senator DODD. Richard Couch is here.

Mr. COUCH. Fifty-six.

Senator DODD. OK. We will get to you, and I will ask questions about how we can extend that.

There is a lot of work to be done?

Mr. INNAIMO. There is always plenty of work to go around, plenty of inside work to do on rainy days.

Senator DODD. No lack of jobs to perform?

Mr. INNAIMO. Not at all.

Senator DODD. Leslie, we are probably going to have a plaque somewhere to you. You may be one of the longest standing VISTA volunteers.

Ms. HAMILTON. To my knowledge.

Senator DODD. That is to your credit. I have some further questions.

Are you doing it because the benefit you get is great?

Ms. HAMILTON. The benefits. I just wanted to mention something which I did not mention before; that my supervisor, Jan Washington, will be interviewing Foster Grandparents to take care of her four kids which she now has. I will be helping in setting up the interviews and that type of thing.

Senator DODD. Do you get a lot of inquiries about how they can become a volunteer in service to America?

Ms. HAMILTON. We do not. Believe it or not, we do not get any inquiries. If we do get inquiries, they say, "Oh, turn to Leslie because she has been there the longest." And that is true.

Senator DODD. That is an interesting comment. I am not surprised by your answer.

Loretta Rupie, who is leaving as the Director of the Peace Corps, sort of revised the Peace Corps. She was Director for all 8 years

during the Reagan years; a very close friend of mine. She is now going to be our Ambassador to Norway.

I hate to see her go, but I think she is tired, and I think it is probably time for somebody else to take over as well.

But she did a great deal—you mention the Peace Corps and people respond. But when you say "VISTA," they do not seem to know what you are talking about.

Now, what do you attribute that to?

Ms. HAMILTON. I do not know. That is really hard. When I say VISTA, I consider it the domestic Peace Corps. When they ask me, I say it is the domestic Peace Corps; you work in the States. With Peace Corps, you go out of the State, out of the country. With VISTA, you are in the States.

That is how I describe it, that is how my supervisor describes it, and that is the best way to describe it.

Senator DODD. Do you think, in your view, if we had President Bush and others in Congress highlight VISTA and made it a big thing, would you be getting a lot more inquiries?

Ms. HAMILTON. Probably. Right now, it is on the sidelines. As you said, when you mention Peace Corps, everybody's face lights up; when you mention VISTA, there is nothing.

I have talked to my supervisor about it, and she does not know what this whole problem is.

Senator DODD. Senator Rockefeller of West Virginia was a VISTA volunteer in West Virginia. He had described the other day working in the hollows of West Virginia, very rural areas. He would show up, they would ask him his name, and he would say, "Rockefeller." And people were shaking their heads because they did not believe it, that they would have a Rockefeller working with the rural poor.

But he did an excellent job, and he is a very effective Senator. He attributes his entry into politics as a result entirely of his volunteer experience and the motivation he received from it.

Ms. HAMILTON. That is how I basically got the experience with the Federal Government. I worked for VISTA, and I got the job with the U.S. EPA, as you mentioned, and then later on up in Boston.

Senator DODD. Laura, we would like to clone you.

Ms. KIRVEN. Before we get away from Leslie, I wonder if she could come up with a better description of what a VISTA volunteer actually is.

This is a word. I know it means "Volunteers In Service To America," but not enough people know what that acronym is.

When I first entertained the idea of retiring, I had wanted to go into VISTA during the war, World War II. I worked with the Indians in Wyoming, Arizona, and New Mexico and the like.

I would have given anything to be able to be assigned in that area because my children were all grown up, out of college, and I had not that responsibility.

I wrote to Washington for the information. I got a big packet about three inches thick about what VISTA was about. But there was nobody that I could refer to locally that I could go to, tell them what I wanted to do, ask them what they needed and what they wanted from a VISTA volunteer.

Ms. HAMILTON. Okay. The person that you would need to talk to, her name is Nick Mathis——

Ms. KIRVEN. It is too late now.

Senator DODD. But I think your point is a very good one. I think people have to get this information out.

Ms. HAMILTON. The age group is from—there really is no age limit.

Ms. KIRVEN. But people do not know that.

Senator DODD. You are right; they do not know it. It goes back to the point earlier.

I will never forget a Peace Corps volunteer, when asked by a reporter why it was that he had not volunteered before—will never forget his answer—he said, "Well, no one ever asked."

There is a lot of truth to it. You have to ask and you have to get the word out.

I think, frankly, no one has been successful at getting the word out. I lay the blame at the national level. That is where encouraging people to serve needs to come from, or at least partly. If you work on the presumption that people have not changed, that people are still willing to contribute, to volunteer, I think it is a failure not to link up the opportunities with the desires.

The desires are there, but I do not think we have made it possible for people to understand what opportunities do exist for them.

Laura, I am deeply impressed with all of the things that you have done over the years. I have an aunt—and I will not dare tell you her age——

Ms. KIRVEN. I am 72, folks. I just had my birthday last month.

Senator DODD [continuing]. She is substantially older. She is my Godmother, and she is also tough. And if I said her age, I would hear from her before I left the building.

She volunteers every week, and she goes to the State mental hospitals and gives her time. She is much more senior than you are, Laura.

She gets a great deal of satisfaction. She worked her entire career for the State government, and she really enjoys it.

She does not get, I suppose, the normal feedback; she is dealing with people who are in deep trouble mentally. But nevertheless, she gets a great deal of satisfaction and joy out of those hours she spends at those facilities.

My sense is that, whether it is the Foster Grandparents or VISTA Programs and the like, today, with people living longer, feeling better longer, I sense there is a tremendous well of opportunity for, particularly, in things like child care.

You mentioned child care as an example. Tell me about that. What is the reaction of older people about spending time with infants and toddlers?

Ms. KIRVEN. Well, in mentioning child care, if you want to start with the infants and toddlers, this is where I have been for the last 7 years.

In a hospital setting, anyone who has been around a children's ward, adult ward, medical/surgical, knows that there is no nurse on the floor, doctor, resident, intern, who has enough time to give individual attention to the little people who are in their charges.

If you have two babies in the room, maybe toddlers next door, a teenager next door, you just do not have the time to stop and entertain a teenager who is now layed up and bored.

You read to that child, you talk to that child, the toddler; you find time to play with them in play rooms. They can identify with you more so because you do not wear a white coat. Therefore, that says a whole lot to that child. They would rather have you than to have that guy who has got that white coat on or that nurse who has got that white dress on.

The infants, the very small infants, especially those that are ill, those that are sick, are being treated for numerous diseases or breaks or malnutrition or any number of things, sometimes, just to have a foster grandparent there who is willing to sit and rock that child delivers a nurse to the floor where she can spend more time.

A nurse can hear a child yelling all night; he may just want his diaper changed or he just may want a bottle. A foster grandparent can make rounds like I do.

I visit—we have 32 beds. The first thing I do in the morning when I go in is visit all the rooms. I made my own little rounds to see who needed the most at the time. And whoever needed a bath, I stopped and gave it to them, or I was assigned a room to bathe, to feed, make the crib, to sit and rock.

The nurses do not always have the time to do that when there are 30 children to look after. There is no way we can staff them.

In the teenage parent program—which, in a wide sense, is related—these are young ladies who are coming back to school.

We have told them the importance of getting an education. We extend ourselves to taking care of their babies in the school setting while that young mother goes and takes her lessons.

She can come back and see that child, but she can also walk away peacefully knowing that the child is left in a good person's care.

In the school setting or day care or preschool, it is pretty much the same thing. That grandmother is there. She may be an authority figure, but she does not have the responsibility of issuing authority or being an authority figure.

She is just a comfortable person who does not mind if he wets his pants. She can be an authority of sorts; "We are not going to have you wetting your pants here, now. You are going to go to nursery school. You have got to learn where to go put it."

So she can do that better than the teacher can. The teacher would not have time to do that.

But, at the same time, lesson-wise, the foster grandparent can sit and just help the child along with lessons, maybe one on one or two or three around the table.

You have your place there. You are an extension of a teacher without the academic responsibility. You have your place. You are helping her. You are helping the child. Being in the midst of youth, that is helping us.

Senator DODD. How do people get involved? People may read about what you have said today or hear you. What do they do? What do you have to do to become a foster grandparent?

Ms. KIRVEN. Well, if anybody listens to my director who is in the house now, Mr. Dembeck, most of us go on a soapbox about foster

grandparents. We are always recruiting. We can see you on the street.

I am one who will start up a conversation with anybody. Laura, what do you do with your leisure time?" "I no longer have leisure time."

I will either go on my soapbox about foster grandparents or young people come to me and ask, "What can I find for my aged parent to do?"

"Have they looked into foster grandparenting?" I give them a telephone number where they can reach our director, our coordinator. And that is all you have to do.

Senator DODD. Do you ever go to senior centers or housing programs and talk to people?

Ms. KIRVEN. Yes. Now, we have a battle with that. I think Mr. Dembeck will support me in that. When we go to the senior centers, what we find is a barrier. They have been seniors for so long—not chronologically, but sometimes physically—that they get into a rut and they no longer want to disturb themselves.

Here again, like Joyce says, you have to find people who want to do things. Then you are the person to steer them in the direction. And once they get in, I say, "Expose yourself. Visit one of our sites. See what it is, what foster grandparents do."

Whether it is a juvenile detention center or there are little roughnecks there, little potential criminals, a foster grandparent has a place there; they do not represent officialdom.

This youngster may be frustrated. He may feel like crying and, yet, his peer group will not let him cry. And, yet, that foster grandparent is there and he has got a shoulder, he has got an ear. He does not have to fear that person. That person does not represent an officer or someone who is going to keep him in line.

That person can just say, "Do you want to talk about it?" or "Let's talk. Let's sit down."

So we have a two-way street where we feel we are contributing what the wisdom of our years has allowed us. And the young people have somebody in us that they feel they can come to comfortably.

Senator DODD. I think it is very positive. I had Dr. C. Everett Koop, the other day, talking about his experience as a pediatrician, a pediatric surgeon; his years of parental involvement with ill children in hospital settings. He recalled in his days in Philadelphia, where he practiced surgery, that there were obviously many parents who, because of work responsibilities, other children and so forth, had a very difficult time getting to the hospital.

There was no foster grandparents program, but other parents could have time to spend with their children. He would solicit them to become sort of foster parents in a hospital setting for these children whose parents could not be there.

You are absolutely correct. He used almost your exact words. It was not someone dressed in white. It was just a human being going in without a needle in his hand or something else that the person saw and had a reaction to.

The recovery rate, we know now, is about 50 to 75 percent quicker for infants and children that have people around who will

nurture them as human beings in addition to the medical care that they get.

Some people say that they are expensive, these programs; the bureaucracy, the administration of them and even some of the things we set up.

And, yet, in that specific case, with children, the recovery rate of a child that has someone around, who will just rock them and change them and care about them, has no other interest than to see them get better as a human being, the doctors know it works, it brings a human dimension.

Ms. KIRVEN. Love is cheap.

Senator DODD. And it saves money. If you are not impressed by the human decency element of it, if you are only impressed by the fiscal bottom line question—which, unfortunately, too many people are when they look at these programs—this is a moneysaver as well.

You might just quickly comment on that.

Ms. KIRVEN. Well, it is. I often say to supervisors, when I am interviewing them at site visitations, "If you had to pay for this service, what would it cost you? Is our service to you cost efficient?"

And they will throw it right back: "Well, we could not afford to pay for what you people do for us, the services that you render. We cannot put a price on it. If we had to take it to the mayor and the city council, the board of education and talk about the budget, we could not put a figure on what we would pay you to perform those services."

So this is why we say, if we only make $2.20 an hour—I cannot even say "make it"; we are awarded it, let us say, a stipend of $2.20 per hour for out-of-pocket expenses. But it nowhere nearly pays for the services that you feel you want to render and that you do render.

Putting it up to $2.50 would perhaps let us buy a bus ticket a little cheaper or some of the little amenities that we could use.

Senator DODD. Well, I cannot thank all of you enough. You have been very helpful with your comments. I do not want to tie you up any longer than the time we have taken up from you already.

We will keep you posted on how we are proceeding. I am very optimistic that President Bush has, I think, a natural sense, as Mrs. Bush does, on volunteerism.

I think that President Reagan was more remote. I think he understood it, but not to the extent that President Bush does.

So I am very hopeful that he will be more forthcoming and outspoken in serving in his leadership role on volunteerism generally.

It is extremely important that the national leader of this country take that initiative, and I encourage my colleagues in the Senate and the House to hold hearings like this to get people's interest and their input. We hope it will even encourage some people who might not have thought about it earlier to step forward and enlist in programs such as these.

So, again, I thank all four of you. Richard, keep up the good work out there.

And, Joyce, I will get a seat warmed for you. You were very impressive. We all appreciate you being here.

Thank you very much.

[Applause.]

Senator DODD. Our next panel of witnesses consists of State and private administrators of some of our volunteer programs.

Norma Forman Glasgow is the commissioner for the State Department of Higher Education, and we welcome her.

Gene Marchand is the chairman of the Governor's Youth Action Committee.

Richard Couch is the director of the Connecticut Conservation Corps.

And Deborah Walsh is the executive director, Volunteer Action Center for Capitol Region, Inc.

We thank you all for being with us.

Norma, have you recovered from your trip to China?

Ms. GLASGOW. I am back and ready to go.

Senator DODD. I envy you.

Norma worked with a group headed up by the commissioner of commerce in the State, Commissioner Heintz, who had a group of 40-some-odd people for 10 days go to the People's Republic of China.

I guess you got out just before all the rioting, the students.

Ms. GLASGOW. No direct relationship. We were calling on colleges and universities because the State group was trying to extend our trade agreements to include more educational and cultural exchanges. But we think there is no direct relationship to our visit there.

Senator DODD. Let me just mention this to you again. I know that some of you may have lengthy statements. I promise you that they will be a part of the record. If you might paraphrase, your statements will not tie up people too long.

Norma, we will begin with you and then get to some questions.

STATEMENT OF NORMA FORMAN GLASGOW, COMMISSIONER, CONNECTICUT STATE DEPARTMENT OF HIGHER EDUCATION

Ms. GLASGOW. I just wanted to express my appreciation to you, Senator Dodd, for bringing this field hearing to Connecticut and to Hartford and to Bulkeley High School so that we can talk about the importance of national youth service and community service.

Obviously, just the names of the people who are proposing different approaches shows the importance that is being given at the national level. We are grateful for that.

The moving testimony and statements of the volunteers which you have just heard shows what our people in Connecticut are doing about it.

So I am very grateful that you have heard from those who are participating.

I am just here to express my strong support for national service. And I want you to know that we are doing some thing in Connecticut that I would like to take some time to tell you a little bit about that.

I think we should never let President Kennedy's words be forgotten: "Ask not what your country can do for you, but what you can do for your country."

We do have an exciting new initiative because we have hundreds of college students that are leaving their campuses to help the elderly, the homeless, the ill and the young. I would like to begin by describing what we are doing, and then comment on several features of the several federal proposals that we have heard about.

Our Community Service Fellowship Program was enacted by the State legislature last year, and has been given strong support by our State senators, John Larson, Kevin Sullivan.

And we are grateful to you for the leadership that you have taken in spotlighting these issues at the national level.

The program was a very minimally funded program. We created two fellowships within the Department of Higher Education, one faculty and one student.

From that, in 1 year, these fellowships, the leadership of those people, we have a State student network established—we have some of them sitting right over there. We publish a student newsletter, of which we have copies here. We have organized a statewide student conference on community service just this past weekend, convened a president's roundtable to get the commitment of college presidents in Connecticut to this activity—to do this activity on their campuses.

In addition—and I have never seen such excitement among the students as this has generated. In addition, the legislature has set aside 5 percent of the annual increases in our State-funded work programs that would go for community service placements.

Our people have been working with financial aid officers to identify appropriate work placements.

We think this approach is a model that can be emulated in other States. It is obviously working here, generating not only jobs but enthusiasm.

Now, in regard to the national initiatives, I just have certain things I would like to highlight as you look at and provide the leadership of your program, as well as looking at possible combinations of some bills.

I would like to suggest that any national effort emphasize the voluntary aspect rather than the mandatory.

Second, it should encourage participation as early as possible, both high school and college, including those who have dropped out.

I know that your proposal certainly addresses——

Senator DODD. I think it is the only one that does make it possible for a drop-out to qualify as a volunteer.

I think that is essential.

Ms. GLASGOW. At the same time, we must not focus solely on those people because we have to have the enrichment of that gifted pupil from West Hartford because we do not the service to be only from the poor or for the poor, but we want all to have that opportunity.

We feel that the efforts at the national level should be built on existing state and local efforts that are underway in States and communities to the extent that it is possible, rather than re-inventing new efforts.

We think financial incentives should be considered; some stipends. The vouchers that can be applied should be able to be ap-

plied toward anticipated or current college expenses or a home. But we would hate to see those vouchers being used as a total replacement for existing student financial aid. We just do not think that they can be.

Senator DODD. I will make a prediction that that is not going to happen. I do not think so.

Ms. GLASGOW. I hope not. Fifth, we think public service can be linked with curriculums. By working in community service, students give of themselves and they can learn from others whose circumstances are different from their own. Academic programs should build on these experiences, such as the teaching of social issues and ethics; we hope that can be linked to curriculums.

We think young people should be involved in the development of programs.

Our accomplishments in Connecticut would not have been possible without the early and continuing involvement of the students and faculty who are going to be involved in the programs.

Now, those are the things I hope that can be emphasized. I would like to now touch on the things I would like not to be emphasized.

Some of those things are: one, that it not be mandated; two, that it not replace existing student aid programs; and it not establish a whole new Federal bureaucracy, but build upon some existing efforts; that it not create a program that requires only the poor to serve.

Senator DODD. Excellent points.

[Applause.]

Senator DODD. I like it because it sort of endorses my bill, too.

Ms. GLASGOW. My testimony includes a statement by a young volunteer, and I would like to read that if I might.

> Physically, my world is now extended past the confines of my small college campus to include the friends and acquaintances I have met in New London. I felt more in tune with the community and, therefore, a bigger part of it. The biggest change in myself had come from the lessons I have learned from my experiences. I have learned to become more open and to accept values and view different from my own, and not to expect others to adopt my way of looking at life.

That kind of involvement, that kind of broader understanding, is what volunteerism is all about; how it can benefit all who are involved with it.

Senator DODD. That is a very nice statement. We will take that entire letter as well and make it a part of the record.

Again, we thank you for being with us.

[The prepared statement of Ms. Glasgow follows:]

Testimony

By

Norma Foreman Glasgow
Commissioner of Higher Education
State of Connecticut

Field Hearing on National Youth Service

April 25, 1989

Senator Dodd, Distinguished Guests:

I am Norma Foreman Glasgow, commissioner of higher education for the state of Connecticut. I am here today to express my strong support for national youth service.

John Kennedy's brilliant idea of almost 30 years ago, "Ask not what your country can do for you, but what you can do for your country" has been repeated often. We must not let it become trite. The idea of public service to one's country and fellow man is as powerful today as it was then, especially on college campuses across the country.

Nowhere is this more true than in Connecticut. Prompted by an exciting new state-level initiative, hundreds of college students are leaving their campuses to help the homeless, the elderly, the ill, and the young in need of tutoring and counseling. Today I would like to begin by describing this effort and its potential linkage to national initiatives. I then will comment on the features of several youth service proposals now before Congress.

Connecticut's effort, known as the Community Service Fellowship Program, was enacted last year by the General Assembly. We were delighted by the legislature's strong support of the idea, particularly by Senators

John Larson and Kevin Sullivan who led its passage. We are equally grateful to senators at the national level, such as you, Senator Dodd, who have taken a leadership role in spotlighting public attention to the issue.

Our Connecticut program has created two fellowships within the Department of Higher Education to promote and coordinate community service activities on college campuses. One of the program's unique and valuable features is that the fellowships are held by a college faculty member or administrator, and a student: a bottom-up approach, drawing on the very types of individuals we seek to get involved.

In less than a year, under the guidance of the fellows, Connecticut public and independent college students have given freely of their energy and enthusiasm to create a statewide student network, to publish a student-written newsletter, to organize the first statewide student conference on community service, and to convene a President's Roundtable on Community Service. We awarded mini-grants to help colleges create community service projects. New student community organizations have sprung up at the University of Connecticut and Central Connecticut State University.

In addition to creating the fellowships, the legislature provided that five percent of annual increases in state work-study funds be set aside for community service placements. Our community service fellows work with college financial aid officers to identify public service opportunities for students.

I believe Connecticut's Community Service Program is a model for other states. Important for today's discussion, our program also could serve as a valuable vehicle for implementing a national youth service effort. It offers an already-established network for tapping the expertise of individuals familiar with local needs.

Let me now turn to national youth service initiatives. I strongly support encouraging college students to volunteer service to their communities. The mission of educators across the nation is not just to prepare students for careers, but to prepare them as citizens. This includes the development of civic responsibility so that graduates leave their institutions with a lifelong commitment to volunteer work. A national approach is timely and appropriate. Let me share with you several criteria which should be considered in any national legislation.

First, any national effort should be voluntary. Making service mandatory could replace student enthusiasm with resentment. The quality of service could be compromised. The very notion of volunteerism could be undermined.

Second, national legislation should encourage participation by high school and college-age students, including those who have dropped out of school. We must motivate students early, as they are developing habits they will carry into adulthood. Few opportunities for stimulating involvement in public service now exist for high school students. In addition, opportunities should be available to students from all economic and racial backgrounds. To reach more at-risk youths, Senator Dodd's proposal to expand the Youth Conservation Corps deserves serious consideration.

Third, any national effort should be built on public service activities already underway in states and communities. To be truly effective, public service must respond to local needs and must consider local resources for training and coordination. Organization at the state level, rather than federal level, would guarantee responsiveness. Beginning with a demonstration project would help ensure effectiveness.

Fourth, financial incentives should be considered. Vouchers that can be applied toward anticipated or current college expenses, or a home, would be an effective reward for voluntary service. In no way, however, should vouchers, or any other type of financial incentive, replace existing student financial aid programs. No matter the approach, we must assure that public service broadens rather than restricts college attendance, especially at a time of great demand for highly skilled workers.

Fifth, public service should be linked with curriculum. By working in community service, students give of themselves, but also learn from others whose circumstances may differ from their own. Academic programs should build on these experiences, such as the teaching of social issues and ethics.

Finally, and importantly, young people should be involved in developing youth service programs. Young people are the most affected, and are vital players in any successful plan. Our accomplishments in Connecticut would not have been possible without the early involvement of students in forming our Community Service Fellowships.

I have tried to emphasize six criteria for inclusion in national plans. Let me now mention the areas which must be avoided in any national service legislation. I would urge national lawmakers not to mandate community service, not to replace existing student aid programs with service incentives, not to establish an expensive new bureaucracy at the federal level, and not to create a program that requires only the poor to serve.

I would like to close by sharing with you the experience of one student volunteer in Connecticut. Her story is the reason we are here today. Claire Leonardo is a junior at Connecticut College in New London. This past

fall she served as a tutor and counselor for a 12-year old city girl. Claire describes how her experience changed her:

"Physically, my world now extended past the confines of my small college campus to include the friends and acquaintances I had met in New London . . . I felt more in tune with the community, and therefore, a bigger part of it . . . The biggest change in myself had come from the lessons I have learned from my experiences. I have learned to become more open and to accept values and views different from my own, and not to expect others to adopt my way of looking at life."

Encouraging that type of involvement and broader understanding should be the goal of any national youth service program.

Thank you for allowing me the opportunity to testify before you today. I would be happy to answer any questions.

Senator DODD. Gene, we appreciate your being with us.

STATEMENT OF GENE MARCHAND, CHAIRMAN, STATE OF CONNECTICUT, GOVERNOR'S YOUTH ACTION COMMITTEE

Mr. MARCHAND. My name is Gene Marchand, and I am happy to be here this morning. I am very proud to be the chairman of the Governor's Youth Action Committee, and I am here to describe to you in some limited detail the volunteer activities that take place now in Connecticut's teenage population.

In 1976, a unique statewide volunteer effort was launched when Gov. Ella Grasso convened the first Challenge to Youth Conference at the State capitol.

The Governor's request to Connecticut high school students was that they reach out to those in need in their communities through volunteering.

Since 1980, the program has continued under the leadership of Gov. William O'Neill. Thousands of Connecticut student have given generously of their time, their energy and of themselves to plan and carry out these volunteer projects.

Emergency Food Bank donations by students have totaled over 1,200,000 items; 100,000 pints of life-saving blood have been collected; 975,000 toys were distributed during the holidays; more than 10,000,000 hours were contributed in community volunteer services, and thousands upon thousands of dollars have been raised for charity by Connecticut teenagers.

In 1978, responding to the demand from younger adolescents, we expanded our program to include junior high and middle school students. Then in 1984, we expanded our program to include Connecticut's 70 municipally based youth service bureaus.

During the past 12 years, more than 316 awards have been presented for outstanding volunteer projects. Some of the more unique projects have included: regular visitation to convalescent homes and hospitals; the creation of Safe Rides Programs, programs by which teenagers provide a safe and confidential ride home to a peer who might be drinking or with someone in the car who is drinking; the creation of SADD programs, Students Against Drunk Driving; assisting Meals on Wheels; tutoring activities, formal drug and alcohol awareness programs for elementary school children; peer counseling activities; unique vandalism prevention programs; volunteer work in soup kitchens and homeless shelters; Latch Key volunteers; many environmental and America's clean-up projects. In addition, three high schools have students volunteering with town ambulance services, and these students, during school hours, work with EMT's or the ambulance.

Representatives of these award-winning schools are invited to a special ceremony at the State capitol, and each school receives a plaque from the Governor.

Awards are made on the recommendation of gubernatorial appointees who serve on the Governor's Youth Action Committee, and these folks review all the project forms that are submitted throughout the year by schools and youth service bureaus.

These ceremonies are a wonderful time for the Governor to recognize and encourage student volunteers. Over 70 percent of the

schools, public, private, vocational, technical and alternative that fall within our age guidelines have submitted projects to the Governor's Youth Action Committee.

The Governor's Youth Action Program also provides statewide conferences for students and advisors to learn about community needs and special programs.

We disseminate information from a resource bank of volunteer projects on all areas of student volunteerism, and we assist in setting up these projects or programs through telephone consultation and on-site visits.

In conclusion, Senator, I would like to point something out that I feel is extremely important, and that is that many of our school/community-based volunteer groups were initiated by students themselves who have then gone on to seek faculty help for just organizing their activities.

Some of our students receive academic credit; most do not. I feel very strongly that if we make opportunities for young people, if we promote the awareness of the need for this in our society and if we recognize and acknowledge their volunteer efforts, we will always have a large number of committed young people willing to make a difference in the lives of those less fortunate than themselves.

Senator DODD. Thank you very much.

[Applause.]

Senator DODD. I should have noted that Gene is no Johnny-Come-Lately to these issues. He was the director of the 1978–80 Department of Youth Services for the town of West Hartford, and knows these issues extremely well.

I am impressed with the list of things that can be done.

It has been my experience that young people, when you challenge them to come up with some ideas, come up with terrific ideas on things that can be done.

It really increases the opportunities available.

I will come back in a minute with some questions for you.

Richard, we thank you for being here. You ought to be very pleased with the performance of another Richard here this morning who did an excellent job of representing the Connecticut Conservation Commission.

You have got a lengthy background, as well. You were secretary-treasurer on the board of directors of the National Association for Service in the Conservation Corps. So we commend you for your work over the years.

STATEMENT OF RICHARD COUCH, DIRECTOR, CONNECTICUT CONSERVATION CORPS

Mr. COUCH. Senator, I think you probably have a good idea of what the Connecticut Conservation Corps does from Richard's testimony.

He was out until 2 o'clock this morning fighting a fire. At least, that is what he said he was doing——

[Laughter.]

Mr. COUCH. The Connecticut Conservation Corps is the State's best-kept secret; it is probably better kept than the VISTA Program.

What I would like to do is to move quickly to what I think would be vital keys to any bill, omnibus bill that comes out of committee.

One is that conservation and human service work should be included. They are both community service programs.

The Conservation Corps has focused on the community's quality of life. And the service corps focus on the community human needs.

There should be provisions for in-service and post-service educational support.

The Connecticut Conservation Corps has such support.

The bill should not be targeted. Community service is not the unique right or the unique responsibility of any segment of society; economic, racial or ethnic.

Nondisplacement language should be included. There is enough unmet need around so that a youth service bill should not be a threat to the Nation's full-time labor force.

The work must be significant. Kids can spot "make work" a mile away and find it demoralizing.

The bill should allow corps not only to be operated by qualified nonprofit organizations, but it should allow service to be provided to qualifying nonprofit organizations.

The bill should allow properly regulated fees for service. Fees for service can help the corps member see more clearly how important the quality of his or her work is because we are willing to pay for it.

Now, that is not a bad summary of Senate bill 322, is it?

Senator DODD. One of the things that attracted me to the Peace Corps was the idea of going overseas. Going to a foreign country and learning a foreign language was very exciting.

But there are others who are interested in staying in a local area. Would it be more appealing if a child in Connecticut like Richard went could go to work in Wyoming and someone from Wyoming came to work in Connecticut?

Would that add a little more excitement to the notion of the Conservation Service Program?

Mr. COUCH. There are some kinds of programs now that coordinate through the National Association of Service in Conservation Corps.

The California Conservation Corps is always looking for people to come out there and fill some of their slots and they will, in turn, send some of their corps members back.

The City Volunteer Corps in New York City actually sent people out to California, and they sent some people to New York City. So I think it is an attraction.

But, by the same token, working in your own neighborhood, you are much closer to the kinds of things that you are going to be doing. And that means a lot to us, too.

What Senate bill 322 can mean to Connecticut, I think, is that the opportunity for service could be offered to both city and rural kids.

Rural kids could work in cities and city kids could work in the country.

It would offer us an opportunity to establish a network of corps throughout the state where the economies of scale could be applied

for the educational support and counseling, job placement and so on.

I think also about how much could be accomplished by a network of corps to meet the needs of the homeless, the elderly and the handicapped; someone to read with, go shopping with, help with the cleaning, someone to paint, put up weatherstripping, storm windows, someone to put up a couple of shelves in the pantry or lower them so you can reach them from a wheelchair.

Overused and blighted areas could be renewed by young landscapers, carpenters, and painters. How about a strike team of graffiti removers?

It is a good bill, Senator Dodd, and it should become law.

I thank you for the opportunity to speak.

Senator DODD. Thank you very much, Mr. Couch.

[Applause.]

[The prepared statement of Mr. Couch follows:]

Richard Couch
Director
Connecticut Conservation Corps

OVERVIEW OF THE CONNECTICUT CONSERVATION CORPS

At seven years old, the Connecticut Conservation Corps is the second oldest Corps of its kind in the country - California's Conservation Corps is five years older than we are.

Corpsmembers are between 18 and 26 years old, are paid $4.50 an hour to start and a few can work themselves up to $6.50 an hour as a crew leader. They are limited to two years in the Corps.

In 1987, the CCC began offering educational incentives: $750 for a GED and $50 per credit hour for courses completed while in the Corps. Soon, we hope to offer a competitive scholarship program that would award $1200 to $2400 in tuition payments for courses taken after graduation from the corps.

The work the CCCers do is important:

- They are our first line of defense against forest fires;
- They do disaster relief and clean-up work;
- Most handicapped projects on our recreation areas are the work of the CCC;
- CCCers have built countless picnic tables, fireplaces, bridges, shelters, decks, trails and boardwalks;
- And CCCers have even done some work on shelters for the homeless in Hartford.

550 young people have been Connecticut Conservation Corps members.

One out of five was a high school drop out; half our CCCers started immediately after high school.

When CCCer's leave the corps, 56% go directly to another job, 14% become full time students.

THE REDISCOVERY OF THE SERVICE ETHIC

During the CETA years, the national focus was so strong on the number of slots being offered that a lot of people lost sight of the work that was being done.

Conservation corps operators, however, were startled at the amount of work young people could produce. Nationally, conservation corps were producing upwards of $1.60 in the value

of work done for every dollar spent on the programs. 160% return on an investment isn't bad in anybody's book.

So conservation corps directors got narrowly focused on "the bottom line" ..... the value of the work being done. And that's what we kept selling.

But why was the bottom line so great?

The nature of the work was part of it.

It was necessary work; it was there ... physically .... corpsmembers could see results; and it benefited people in a way that corpsmembers could understand.

Even when corpsmembers complained about the low pay, they were enthusiastic about their work projects. They liked - best of all - being able to show off what they'd done.

The "me, my, mine" label that was pasted on a whole generation of kids was really unfortunate. We looked at kids as consumers not producers; consumers of public services with little expectation that they would or even could put something back in.

But because of what we are seeing in the Conservation and Service corps of this country, I think - I hope - we are realizing that the work ethic and the service ethic are both alive and well in today's young people.

KEYS TO A YOUTH SERVICE BILL

There are a few keys to any national service legislation:

- Conservation and Human Service work should be included because both are community service programs. Conservation corps focus on natural resources that contribute to a community's quality of life; service corps focus on the community's human needs.

- There should be provisions for in-service and post-service educational supports.

- The bill should not be targeted. Community service is not the unique right or the unique responsibility of any segment of society - economic, racial or ethnic.

- Non-displacement language should be included. There is enough unmet need around so that a youth service bill should not be a threat to the nation's full time labor force.

- The work must be significant. Kids can spot "make work" a mile away and work without purpose is demoralizing.

- The bill should allow corps not only to be operated by qualified non-profit organizations, but it should allow service to be provided to qualifying non-profit organizations.

- The bill should allow properly regulated fees for service. Fees for service can help a corpsmember see more clearly how important his or her work is because people are willing to pay for it.

THE DODD/PANETTA BILL

Not a bad summary of Senate Bill 322, is it? With no equivocation, Senator, your bill is the best before the Congress.

It can mean a lot to Connecticut.

The opportunity for service could be offered to young people in all parts of the state through a network of state and local conservation and service corps. City kids could elect do conservation work in the country and rural kids could elect human service work in the cities.

The economies of scale could be applied to corpsmember support services throughout such a network. Staff training could be offered at scheduled intervals in one location; educational services could be coordinated by a network team and localized to meet special needs; counseling and job readiness services could utilize an on-call network team.

I also think about how much could be accomplished - about the needs of the homeless, the elderly and the handicapped. Someone to read with, to go shopping with, to help with the cleaning. Someone to paint, to put up weatherstripping and storm windows. Someone to put a couple of shelves in a pantry - or to lower them so you can reach them from a wheelchair.

Overused and blighted areas could be renewed by young landscapers, carpenters and painters. How about a strike team of graffiti removers?

It's a good bill, Senator, and it should become law.

IN CLOSING

Martin Luther King recognized that the opportunity for service is the opportunity for greatness.

Service cannot be exclusively for the affluent; neither should it be the employment of last resort for the poor. It belongs to everyone.

Everybody <u>can</u> be great because everybody can serve.

Senator DODD. Deborah Walsh, it is good to see you again. Thank you for being here this morning.

Deborah Walsh is the Executive Director of the Volunteer Action Center for the Capitol Region and has been such since 1979, 10 years.

When Norma said, "That Young Chris Dodd," I thought of the gray hairs in my head. I look more like my father, at least from the top up here, as the years go by.

Anyway, we thank you for coming this morning.

I should point out, so that someone will not raise the question, that Deborah is also the Democratic Town Chairman in the town of Coventry.

She is not here in that capacity, but I want the record to reflect that we always like to see a Democratic Town Committee Chairman.

But you are here today as the Director of the Volunteer Action Center, and that is why we asked you to be with us this morning. We thank you.

STATEMENT OF DEBORAH WALSH, EXECUTIVE DIRECTOR, VOLUNTEER ACTION CENTER FOR CAPITOL REGION, INC.

Ms. WALSH. Thank you for having me. Our VAC, or Volunteer Action Center, as they are called, is one of over 400 such centers in the United States, all of which provide essentially the same basic services. This basic service is a clearinghouse function in that VAC's must deal with every aspect of volunteerism, although we emphasize recruitment and referral of volunteers, training and technical assistance to volunteers and non-profit agencies and advocacy and awareness of the importance of volunteerism in a community.

In Hartford, the priority given to volunteerism has made our VAC one of the nation's larger centers, providing diverse program services, including the sponsorship of the Retired Senior Volunteer Program, called RSVP, funded by ACTION and the State of Connecticut, basic referral programs for people who wish to volunteer, as well as special referral programs for special populations such as the disabled, court-ordered, transitional, violent teens and people who wish to serve as board or Skillsbank members. We referred 3,000-plus in 1988.

Our VAC also conducts training of boards and agencies, provides technical assistance to the field, and is the advocate for volunteerism in the region.

The eight or so bills currently in Congress represent a variety of attempts to encourage service to one's community through subsidized, stipended government intervention.

There is no question in my mind that America badly needs compelling incentives to our youth to get them involved.

They participate in increasingly lower percentages than other population groups.

There is also no question in my mind that, in the most prosperous Nation on earth, basic social needs such as child care, elderly care, health care, assistance to the homeless, the poor and the handicapped are being unmet in our society.

If youth can be given the vehicles which get them involved, vehicles which train them to assist in the areas of greatest social need, vehicles which reward them for this assistance, then we may have enormously contributed to the solution of our nation's present problems.

We may be able to enlist hundreds of thousands of energetic young people who will make a difference and, at the same time, kindle in them what we call a "habit of the heart" which will keep them involved forever.

How nice it would be if the next time the University of Southern California conducts a survey of high school seniors that, of the 14 life goals that they are measuring, the one that decreases the most in a 10-year period would be, quote, "having lots of money."

There are compelling reasons for proceeding with comprehensive legislation, but I also have some concerns, and some are more philosophical and some are more practical.

First, nowhere have I read which governmental entity will be in charge of these programs, who will coordinate this enormous effort, and who will receive the funds at the local level to ensure needs are actually being met.

Should they all pass, we could have funding and jurisdiction going to the Departments of the Interior, the Selective Service, ACTION, Health and Human Services, or the new Office of National Service.

And if all Federal dollars have the amount of senseless paperwork that ACTION passes on to us as sponsors of RSVP's, you can be sure that some of the smaller agencies, the ones which often are giving the direct, grass-roots service to individuals in need, will be unable to participate.

Second, in the "why recreate the wheel" department, I wonder why the 400-plus local volunteer centers nationwide would not be the logical place for individuals participating in any of the national service proposals, to be interviewed and referred to their assignments.

You have the existing volunteer center network who already do this for all age groups, VAC staffs who are highly trained as to the volunteer needs of their communities.

Why not contract with them to provide the referral the government would need?

Clearly, youth who wish to be in the Civilian Conservation Corps could enroll directly, but for other types of community involvement, volunteer centers are the only logical choice.

My fear is that a whole new federal bureaucracy will spring up in our Nation dedicated to doing the very thing that Voluntary Action Centers have been doing very well for over 20 years.

Third, there is a difference between voluntary national service and national voluntary service. The first implies a willingness and no compensation.

Those of us in the field have been struggling for years to define our client. Do we serve only the pure volunteer? Is an intern a volunteer? What about those court-ordered or involuntary volunteers.

Clearly, the Government defines, quote, a "volunteer" as someone who can be stipended or monetarily supported to some degree.

I say this because ACTION now appends, quote, "The Federal Volunteer Agency" to its title. I am not so sure.

Through our work with RSVP clients, we realize how very important it is to pay travel expenses for those who might otherwise be unable to afford to get to their volunteer job.

But when you are talking about $3,000 a year, as in Senate bill 408, or $10,000 a year, as in Senate bill 3, we are no longer talking about expenses, but wages; although, in Hartford, we are talking about very low minimum wages, indeed.

While volunteer centers nationwide are clearly best able to provide the service any of these bills would require for quality placements in areas of real community need, I think we need to be clear that these people are not volunteers in the purest sense of the word.

Fourth, and last, I am very excited about the Conservation and Youth Service Act, S. 322, for two reasons.

Conservation in America has such a high priority for our nation's future. To introduce young people to the problems we have created and set them to work on a solution is extremely farsighted.

I am also encouraged by the education benefits that go with the service. It ensures that the youth who work at the problem firsthand will be educated further and, hopefully, will continue the work in this vital area.

Senator Dodd, I appreciate the opportunity to be able to speak before you on these important pieces of legislation. Your own work first as a volunteer in the Peace Corps, then as a Big Brother and, most recently, as a national board member of Big Brothers/Big Sisters of America is known to us in the field, and it is really appreciated by us all.

[Applause.]

[The prepared statement of Ms. Walsh follows:]

VoluntaryActionCenter
FOR THE CAPITOL REGION, INC.

Remarks made to Field Hearing

Tuesday, April 25th, 1989

Bulkeley High School

Hartford

Senator Dodd:

My name is Deborah Walsh and I am the Executive Director of the Voluntary Action Center for the Capitol Region (VAC), a position I have held for the last 10 years. Our "VAC" or "Volunteer Center" as they are called, is one of over 400 such centers in the United States, all of which provide essentially the same basic services, and most of which are affiliated with VOLUNTEER: The National Center in Washington. This basic service is referred to as a Clearinghouse function in that VAC's must deal with every aspect of voluntarism although they emphasize recruitment and referral of volunteers, training and technical assistance to volunteers and non-profit agencies and advocacy and awareness of the importance of volunteers in a community. In Hartford, the priority given to volunteerism has made our VAC one of the nation's larger centers, providing diverse program services including the Retired Senior Volunteer Program (RSVP) funded by ACTION and the State of Connecticut, basic Referral programs for people who wish to volunteer, as well as special referral programs for special populations such as the disabled, court-ordered, transitional and people who wish to serve as board or Skillsbank members. Our VAC also conducts training of boards

and agencies, provides technical assistance to the field and is the advocate for voluntarism in the Region as well as the primary local sponsor of National Volunteer Week and the Red 'V' campaign. We are primarily funded by the United Way.

I have been interested in the subject of legislation surrounding National Service since I first heard it proposed in the early 80's. The Legislation, then, was for mandatory service, either civilian or military, of all youth, men and women, over the age of 18. Obviously that legislation would have had an enormous impact on the voluntary sector no matter who administered it and we studied it carefully.

The six or so bills currently in Congress represent a variety of attempts to encourage service to one's community through subsidized, stipended government intervention. There is no question in my mind that America badly needs compelling incentives to our youth to get them involved. They participate in increasingly lower percentages than other population groups. There is also no question in my mind that in the most prosperous nation on earth basic social needs such as child care, elderly care, health care, assistance to the homeless, poor and handicapped are being unmet. If youth can be given vehicles which get them involved, vehicles which train them to assist in the areas of greatest social need, vehicles which reward them, for this assistance, then we may have enormously contributed to the solution of our nations pressing problems. We may be able to enlist hundreds of thousands of energetic young people who <u>will</u>

make a difference and at the same time kindle in them a "habit of the heart" which will keep them involved forever. How nice it would be if the next time University of Southern California conducts a survey of high school seniors, that of the 14 life goals they measure, the one that DECREASES the most in a ten year period would be "Having lots of money." (U.S. News and World Report, February 1989).

There are then compelling reasons for proceeding with comprehensive legislation.

I also have some concerns. Some are philosophical. Others practical.

1. No where have I read which governmental entity will be in charge of these programs, who will coordinate this enormous effort, and who will receive the funds at the local level to ensure needs are actually being met. Should they all pass, we could have funding and jurisdiction going to the Departments of the Interior, the Selective Service, ACTION, Health and Human Services, or the new Office of National Service. And, if all Federal dollars have the amount of senseless paperwork that ACTION passes on to us as Sponsors of RSVP's, you can be sure, Senator Dodd, there is no way that the little agencies, the ones which often are giving the direct, grass roots service to individuals in need, will be able to participate.

In the "why recreate the wheel" department, I wonder why the 100 + local volunteer centers nationwide wouldn't be the logical place for individuals participating in any of the national service proposals, to be interviewed and referred to their assignment. You have the existing volunteer center network who already do this for all age groups - VAC staff who are highly trained as to the volunteer needs of their communities. Why not contract with them to provide the referral the government would need? Clearly youth who wished to be in the Civilian Conservation Corps could enroll directly, but for other types of community involvement, volunteer centers are the only logical choice. My fear is that a whole new federal bureaucracy will spring up in our nation, dedicated to doing the very thing Voluntary Action Centers have been doing well for over 20 years.

3. There is a difference between Voluntary National Service and National Voluntary Service. The first implies "willingness" and without compensation. Those of us in the field have been struggling for years to define our client. Do we serve only the "pure" volunteer? Is an intern a volunteer? What about those court-ordered (the involuntary volunteer!)? Clearly the government defines a "volunteer" as someone who can be stipended or monetarily supported to some degree. I say this because ACTION now appends "The Federal Volunteer Agency" to its title. I am not as sure. Through our work with RSVP clients we realize how important it is to pay travel expenses for those who might otherwise be unable to afford to get to

their volunteer job. But when you are talking about $3,000 (S-408) or $10,000 (S-[illegible]) it is no longer expenses, but wages (although in Hartford minimum wages indeed!). While volunteer centers nationwide are clearly best able to provide the service any of these bills would require for quality placements in areas of real community need, I think we need to be clear that these people are not volunteers in the purest sense of the word.

4. I am excited about the Conservation and Youth Service Act (S-322) for two reasons. Conservation in America has such a high priority for our nation's future. To introduce young people to the problems we have created and set them to work on a solution is extremely far-sighted. I am also encouraged by the education benefits that go with the service. It ensures that the youth who work at the problem first hand will be educated further and hopefully will continue the work in this vital area.

Senator Dodd, I appreciate the opportunity to be able to speak before you on these important pieces of legislation. Your own work as a volunteer first in the Peace Corps, then as a Big Brother and most recently as a National Board member of Big Brothers Big Sisters of America is known to us in the field and appreciated by us all.

Senator DODD. You have all made good suggestions. They have all complemented one another.

I will tell you why I was attracted to the conceptual framework of S. 322; I believe it is the cheapest of all the bills up there; It would cost $150 million nationwide.

It would plug right into existing State-run efforts. You do not need a new Federal bureaucracy.

But I think the point about the fact that you have got to be aware of which State agency is going to be involved and how it will work is good. I think the point about the VAC's is a very good one.

You are absolutely correct. I support the idea of providing some help and assistance for people. Obviously, you need the compensation for expenses and things like that; nobody argues with that.

Volunteerism ought not to be limited.

I know that all of you are pressed for time, but let me just ask you some questions. You have answered a lot of them already.

I will just ask quickly if any of you have any comments to make about any suggestions that others have made. Deborah made a great many points.

Richard, do you have any disagreement with any of that?

Or, do you have any comments, Gene, on any of these points?

Mr. MARCHAND. I just wanted to comment on something that you mentioned in the first round, Senator, on the idea of dropouts being volunteers.

I think, you know, that is a wonderful opportunity for a dropout who may be so motivated, but I do not think that we are going to attract wholesale numbers of young dropouts to a program like this, at least in Connecticut where there is availability of low-paying restaurant and clerk type jobs.

I would much rather see efforts be made at keeping these kids in school at the elementary level when some of these symptoms first show themselves.

And then, as I mentioned before, I would like to see these efforts put forth through awareness of volunteer projects to encourage people to get involved, to become volunteers.

Senator DODD. Well, it is a good point. Some of the first hearings I ever held as a senator were on dropouts. In fact, I held one in New York City at a large, inner-city high school there that had a tremendously high dropout rate.

It was fascinating to hear the kids talk about why their friends had dropped out. All of these kids, of course, had stayed in school.

Four out of five dropouts have an above-average IQ. The tendency to think that these are dumb kids is wrong. In fact, they are usually the smarter kids; a tremendous percentage are just walking out.

There is depression; they only have either a mother or a father at home or a sibling, and the pressure to bring in additional income to support the family is tremendous.

The other thing is teen pregnancy. Dropouts ought not to be excluded from these programs because while they may have dropped out for reasons that are important to them at that juncture, they are sometimes very bright and ought not to be excluded from volunteering.

And this is a way you could begin to move them back into the education process.

So I agree with your points, and I am trying to be realistic about it as well.

You are not going to get a flood of dropouts coming in, but I would like to see an aggressive effort made to go after some of those kids, to bring them back.

In Montgomery County, the Youth Conservation Corps Program has a tremendous percentage rate of high school dropouts; and they were impressive. They are now back in school, and every one of them said that, in the absence of that program, they probably would not have gone back.

The opportunity was there, it had an educational feature to it, and they really attribute the Youth Conservation Corps—as being the reason that they ended up going back and getting a high school diploma.

Mr. COUCH. Most of the Corps have some sort of educational component; that is stressed very strongly, particularly remediation.

Some members of our Corps are dropouts. We started off with some incentives a couple of years ago; 12 percent have taken advantage of those education incentives to get a GED or to get some additional education.

Senator DODD. How about the private sector? The Hartford Chamber has done a great deal, and we are finding a lot more businesses, not for what I call "goo-goo" reasons, "good government" reasons only, but also because they realize that financially it is important.

They are going into schools and offering the services of employees to help in remedial education programs.

What do you foresee? Are those the exceptions? Is it becoming more widespread? Is there enough backing and support from private sector interests in this state?

Mr. COUCH. There seems to be a lot of private sector support for this type of program.

CBIA, a couple of years ago, said that they would support a Service or Conservation Corps Program as long as there was an educational component attached to it.

There are quite a few of these in Hartford that actually run corps-type programs, and they do have educational components as well.

We are, at this point, trying to put together—there is a $12 million foundation grant available in Parks, and we are trying to put together something like a statewide quota for Connecticut based on private money to get it off the ground.

Private money will certainly not pay the bill for all of it.

They say that these are expensive, and they really are not.

The average cost is $12,000 or $14,000 per slot, and that sounds expensive. But these kids work. So if you looked at what you would pay them in minimum wage, that is $10,000 a year right there. So the add-on for all the benefits that these kids can get out of it—the educational supports, the counseling and the job placement, job readiness, the whole works—that costs $4,000 a slot, if that.

Senator DODD. I think, in the Peace Corps, it was $5,000 a year 25 years ago. I do not think it is substantially different today.

Mr. COUCH. No, it is not.

Senator DODD. I have gone back to my mountain village. I call it "my mountain village"; there were 11 where I spent those 2½ years up there.

So I went back, and I was very suspicious of who the new volunteer was, what he was doing to my village.

I spent a couple of days with him up there and with the folks whom I had not seen for a long time. He was from Iowa. He was doing an incredible job. He had a background in accounting; he helped with the cooperative when it started gain better financial footing.

He is absolutely well thought of and did a terrific job.

I was thinking afterwards that I vote on these things coming up, the foreign aid budgets and such, things where we talk about millions and billions of dollars that we spend.

That five grand we spent on that one kid who was in that village in Montsignon—believe me—it is tax-paid, and you are getting your money's worth in terms of it being tax-paid.

So I agree with these things. It is not complicated. It is not a leap of faith. It is very clear, very immediate, very direct. These are moneysavers, though people argue about the cost of them.

Well, I gather you all expressed your feelings about the phaseout of Federal student aid over 5 years to pay for service programs. That was expressed by Norma, Deborah, Richard.

Are you getting the sense, Richard, in the national organization that it will be rejected? Have you heard any comment?

Mr. COUCH. No. It is not something that the national organization really deals with. The focus right now is on the service corps.

Senator DODD. Do you have anything to say on that, Deborah?

Ms. WALSH. I totally agree with you.

Senator DODD. Gene.

Mr. MARCHAND. Yes.

Senator DODD. Is that the sense of the people that you are talking to?

Ms. WALSH. Yes. I mean, it is devastating as it is, what we have done with student aid.

Ms. GLASGOW. There has got to be some way of trying to clarify the concept of service, national youth service, the Peace Corps, and aid, and volunteerism.

I do not think you are trying to replace the volunteer who wants to give of himself or herself. But you really are talking about—this is service, and we are trying to give some stipend that will permit them to do it. It is something for something. There has got to be something for something.

There are other countries, as we know, that require 2 years of service before they will get a diploma after they finish their studies.

But it is that kind of concept. I sometimes see in a lot of the legislation that there is a blurring of—as you say, what is it, volunteerism, public service, youth service? There should be perhaps some addressing of that.

That is not volunteerism. It is not volunteerism of the suburban housewife; it is not going to replace that.

Mr. COUCH. It does not really sound like a service bill. It limits the people who would provide the service to a class, a certain group of society; that is a true service problem.

Senator DODD. Well, you have all been very gracious with your time. If there are some additional questions, I will send them along to you and you can respond to them.

But this has been very helpful, and it helps me in going back down to Washington as we try and meld this together.

I am hoping that our bill will emerge. I do not care about the name of it, but I do care about the concepts that are included in it.

I want to thank our reporting service. I would be remiss if I did not also thank Jackie Ruff, who is sitting in the back of the room, from our Washington staff, who works with the subcommittee; Joan Hogan, who is behind me, who shepherds this legislation; Jason Isaacson, who got quite a crew up here; and Sean McHue from Middletown; and Lisa Heintz, who works with me in my Wethersfield office We thank all of the staff for working on this legislation.

Again, to all of our witnesses, our volunteers, State and private administrators of these programs, we thank you for your testimony this morning.

This subcommittee will stand adjourned.

[Whereupon, at 12:30 p.m., the subcommittee adjourned, subject to the call of the Chair.]

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